

PART A

GAP ANALYSIS

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BACKGROUND TO THIS GAP ANALYSIS

As part of its quarterly Status Report on Juvenile Justice Reform, the Division of Juvenile Justice (DJJ) is required to submit a “gap analysis” of the statewide juvenile justice system to the Joint Legislative Budget Committee by December 1, 2005. This Gap Analysis is required to include an “identification of gaps in order to help determine strategies to ensure appropriate placement of youthful offenders, an examination of funding and fee strategies, and identification of local assessment criteria.”

INTRODUCTION

As described throughout this Status Report on Juvenile Justice Reform, DJJ has been actively involved in developing remedial plans to comply with the comprehensive consent decree and stipulated agreements entered in the *Farrell v. Hickman* state taxpayer lawsuit. At the same time, DJJ has expedited planning for overall reform of state juvenile corrections to effectively ensure public safety. DJJ has been in regular contact with its local juvenile justice partners -- the courts, probation departments, district attorneys, public defenders and public and private sector service providers -- to enlist their assistance in proactive reform strategies consistent with evidence-based programming and other best practices.

Because a comprehensive study of California’s juvenile justice system would take a minimum of 9-12 months and dedicated resources to conduct (as evidenced by the previous experiences of the Corrections Standards Authority, then Board of Corrections), the analysis presented in this Status Report is based on a representative sample of counties, including urban, suburban, rural, large, small, and medium size counties in the Northern, Southern, Coastal and Central Valley regions of the state.

DJJ developed the sample and conducted this preliminary gap analysis survey in October and early November 2005, once again with the invaluable assistance of the Chief Probation Officers of California (CPOC). The findings of the survey follow.

SURVEY METHOD

To address the Legislature's interest in gaps in the juvenile justice system, DJJ’s survey sought to determine what counties of various sizes in the four regions of the state considered the most significant gaps or deficiencies in their local juvenile justice continuum. Rather than seek to assess strengths -- of which there are many -- the survey focused on what was missing or functioning less than optimally in the sample counties' juvenile justice systems.

Because the local juvenile justice continuum encompasses prevention, early intervention, intermediate sanctions, intensive sanctions, detention and commitment, and aftercare/re-entry and includes such critical elements as assessment, victims' services and family-related services, it was clear that a comprehensive study would be an extensive and time consuming undertaking.

Noting further that there are multiple parties and partners in each jurisdiction's juvenile justice system and that there was not time for each county to convene its Juvenile Justice Coordinating Council to conduct an in depth county-wide analysis, DJJ surveyed Chief Probation Officers, who are the chairs of the Coordinating Councils and are in touch with their counterparts throughout the local systems, for their views as to existing gaps in the juvenile justice continuum. Legislative staff appeared to concur in this approach and further agreed that surveying a representative sample of counties was the most productive and efficient way to produce an initial snapshot of the most significant gaps.

Selection of the Sample

Given its size and disproportionate representation in the state's juvenile justice system, Los Angeles County was essential to survey. Other counties were selected based on their size (large, medium, small), region (Northern, Southern, Central Valley, Coastal), whether they were urban, suburban or rural, and the degree to which their county was representative of similar size counties in its region. The resulting sample consisted of the following counties:

| | | |
|----------------|--------|-----------------|
| Northern | Large | Sacramento |
| | Medium | Placer |
| | Small | Trinity |
| Coastal | Large | Ventura |
| | Medium | Santa Cruz |
| | Small | Del Norte |
| Central Valley | Large | Fresno |
| | Medium | Stanislaus |
| | Small | Inyo |
| Southern | Large | Los Angeles |
| | Medium | San Luis Obispo |
| | Small | Imperial* |

(Imperial County is, by population, a medium size county. It was chosen for this study because it is the smallest county in the Southern region and has issues similar to those of many of the smaller counties in the state.)*

Process for Information Gathering

The Chief Probation Officer in each of the sample counties was emailed a cover letter explaining the study, a list of potential gaps, and a template asking for the jurisdiction's major gaps, the consequences of not filling each gap, the proposed solution for each gap and an estimate of the number of youth affected by each gap. (Copies attached.)

These instruments were field tested with several Chief Probation Officers and were modified before they were subsequently administered by telephone interview. The modifications

suggested by the field tests were: 1) to clarify the purpose of the survey; 2) to advise that larger scale gaps, as well as the specific program possibilities provided on the list of potential gaps, were appropriate for inclusion if they were what the county was experiencing; and 3) to ask for comments at the conclusion of the questionnaire.

A consultant from DJJ telephoned the chief probation officers in the sample counties, made appointments to conduct the survey over the phone, and conducted the telephone interviews during the week of November 7 through 14. In every county but one, the respondent was the county's Chief Probation Officer. In the one exception, the Juvenile Division Manager was the respondent, at the Chief's request.

Analysis

All responses were entered into a database. Content analysis was performed for the open-ended input so that every topic and all pertinent comments could be categorized and included in the analysis. The data were analyzed on a statewide basis, by region, and by size of county.

SURVEY RESULTS

Respondents identified seventy (70) gaps or deficiencies, addressing all elements of the juvenile justice continuum, from prevention through aftercare. Many of the 70 gaps were related to similar subject areas so that, in the final analysis, clearly identifiable categories or types of gaps emerged, indicating remarkable consistency statewide as to what the deficiencies are in the local juvenile justice continuum. Particularly among large and medium size counties, the major deficiencies related to best practices, and emerging strategies, rather than specific programs or operational elements. Several respondents said their local continua were generally well developed and that their major gaps were related to the services the state (DJJ and DMH) failed to provide youth appropriate for state custody. Figure A, in Appendix 1, displays the individual identified gaps for those who may be interested in seeing the entire array, arranged by region and county size. Figure A also indicates the category into which the gaps were sorted for purposes of the following analysis.

As Figure 1 on the following page shows, the identified gaps and/or deficiencies fell into six major categories: Facilities; Funding; Mental Health; Programs; Staff; and Statewide Consistency. Most of the categories included several types of gaps. In order not to report the same gap in multiple categories, gaps were grouped. The decision was made to place all gaps related to mental health issues in a Mental Health category. Thus, as Figure 1 demonstrates, issues related to mental health services, staff, facilities, funding and jurisdiction, are included in the Mental Health category. Substance abuse and sex offender treatment were included in the Mental Health category as well.

Graphics displaying the gaps by category, type, region, and jurisdiction size are attached at the end of this narrative. Please see Figure 2, for Gaps by Category and Figure 3, for Gaps by Type. Additionally, Figure 4 displays the identified gaps as they affect youth in the juvenile justice continuum, from prevention/early intervention through intermediate sanctions, residential treatment, custody and aftercare, and notes that some of the identified gaps were endemic to the entire continuum or system.

| Figure 1. Categories and Types of Gaps (Alphabetical, Not Priority, Order) | |
|--|---------------------------------|
| GAP CATEGORY | GAP TYPE |
| FACILITY | Facility |
| | Facility, Commitment |
| | Facility, Girls |
| | Residential Treatment |
| FUNDING | Stable Funding |
| MENTAL HEALTH | Mental Health Services |
| | Mental Health, Facility |
| | Mental Health, State Detention |
| | Sex Offender Program |
| | Substance Abuse Services |
| PROGRAM | Aftercare |
| | Bilingual Services |
| | Community Projects |
| | Early Intervention |
| | Family Services |
| | Female Services |
| | Gang Services |
| | Intensive Supervision |
| | Older Youth Services |
| | POs In Schools |
| | Victims Services |
| | Vocational Services |
| | Wraparound |
| STAFF | Staff, More |
| | Staff, Training |
| STATEWIDE CONSISTENCY | Assessment |
| | Caseload Resources |
| | Residential Treatment |
| | Strategic Information Gathering |

Most Significant Gap - Mental Health Services

Among the counties surveyed for this study, mental health issues (including treatment, facilities, staff and appropriate jurisdiction) comprised the single most critical gap in juvenile justice services. It was clear from the frequency with which they were identified, and the priority ranking accorded them, that gaps in mental health services are a primary concern. According to those surveyed, the number of at risk youth and youthful offenders with mental health problems continues to increase as does the seriousness of their mental illnesses. The only thing not increasing is the resources to treat and confine these troubled and troubling youth. Without exception, every county -- large, medium or small, from Imperial to Del Norte and including large Los Angeles County, small Trinity County and every other county in between -- described mental health service capacity related to either at risk youth, juvenile offenders or most frequently both, as a significant if not their most significant gap.

Among the twelve counties interviewed, 19 different and specific gaps were identified relating to mental health issues, with substance abuse and sex offender treatment included in this category. Of the 19, 10 related to mental health staff and services and 9 dealt with the need for local or regional mental health treatment facilities, including, in one small county, a special needs/treatment unit in the existing juvenile hall and, in another, a local or regional sex offender treatment facility.

Several of the small counties noted that they did not have sex offender counselors, substance abuse counselors and/or sufficient numbers of mental health counselors in the jurisdiction, let alone available for at risk youth or youth in the justice system.

Two counties -- one large and one medium size -- strongly emphasized that the appropriate solution to their gap was for the State to take those youth who have both serious, violent and/or chronic offense histories and serious mental health issues requiring long term treatment in a secure setting. Well over half of the remaining counties expressed a similar concern.

Gaps in Programs (Other than Mental Health)

The second largest category of gaps was the Program category. As Figure 1 indicates, there were a variety of kinds of programs and/or services within this category. Five of these -- aftercare, services for older youth, wraparound, vocational services and probation officers in schools -- were raised by multiple jurisdictions. The remaining eight -- bilingual services, community projects, early intervention, family services, services for girls, gang services, intensive supervision, and victims' services -- were considered specific gaps in only one county each. However, these services were often mentioned by other respondents as subsumed in larger, more extensive gaps, such as a reliable, stable funding source.

Aftercare: The fact that Aftercare was identified by at least one jurisdiction in each of the four regions suggests there is statewide awareness of the importance of aftercare / re-entry services as well as concern that local capacity is limited in this regard. The desirable options for addressing services for youth returning from placement, state custody, county commitment facilities and/or juvenile halls, and those aging out of the justice system, were an array of services, to include re-entry planning day reporting and/or other multi-service centers, transitional housing with supportive services, and enhanced Independent Living Skills.

One respondent that identified as an additional aftercare gap, services for youth returning from state custody said aftercare services would be significantly enhanced in his and similar small northern counties if DJJ were to contract with those probation departments to provide parole services for those youth. He said that all youth parole services in the region are provided by Parole Agents from DJJ's Chico office, and added, "You can't do parole from a distance. There is too little supervision, not enough support and no chance to build a positive relationship. The Agent doesn't know the community services and family issues the way we [in the local probation department] do."

Services for Older Youth: Consistent with their attention to aftercare, respondents also named the ability to provide comprehensive, developmentally appropriate services to older youth / young adults as an important gap. The four jurisdictions specifically citing this gap spanned the Southern, Coastal and Central Valley regions, and included Los Angeles. Other respondents mentioned the need for services specific to this population as well. Again, transitional housing with supportive services and independent living skills programming were proposed as potential ways to address the gap, as were education and vocational training, additional funding for targeted programming and, in Los Angeles, an approach built on social learning and developmental strategies.

Wraparound Services: Three jurisdictions, two small and one large, pointed to the limitations of their capacity to fully provide wraparound services as a significant gap. Other jurisdictions included wraparound in the context of other of their gaps as well. Respondents noted that wraparound services are intrinsically tied to intervention with juvenile offenders as well as prevention and early intervention with at risk youth. It is often through wraparound services that probation agencies reach younger siblings and other family members who are at risk, thereby increasing family and environmental resiliency and strengths. Underdeveloped wraparound services, respondents said, were particularly frustrating because research and experience shows so clearly that wraparound services can and do prevent initial and repeat delinquency.

Gaps in Facilities (Other than Mental Health)

Facility gaps comprised the third largest category. Related only to local (non-mental health) facilities, the kinds of gaps in this category were juvenile halls, commitment facilities and multi-purpose residential placement-like treatment facilities intended, in one instance, to serve two neighboring small counties.

Commitment Facilities: The jurisdictions identifying commitment facilities approached the gap from different viewpoints. One county placed the lack of a commitment facility at the top of its list, the highest priority gap in its continuum. The proposed strategy for filling this gap includes supporting the county's Sheriff's Department in securing funding to build additional jail beds. This will, in turn, enable the Sheriff to turn over the current adult honor farm to the Probation Department for use as a juvenile camp / commitment facility.

A second, also medium size county, noted that the absence of a commitment facility, while a gap, was not as problematic as it might be because the jurisdiction has contracted for camp / commitment beds in a neighboring county. The neighboring camp is close enough for family members to participate with their youth in its strong treatment and reunification programs, thus eliminating one of the major drawbacks to sending youth out of county.

A third jurisdiction described its gap specifically as a commitment facility for girls, noting that the gap was region-wide. Finding commitment facility beds for girls and young women is difficult in much of the state, and was identified as a particularly significant gap for small counties in the north.

Juvenile Halls: As with commitment facilities, there were different perspectives on the gaps related to juvenile detention facilities. While the small northern jurisdiction identifying this as a gap has a new and very effective juvenile hall, the Chief expressed a primary gap for the small counties in the region is juvenile halls, either in individual counties or for several counties to share. The respondent said that the absence of juvenile halls in the small northern counties results in more youth being sent to state custody than would be sent if local secure detention were available.

The other two juvenile hall related facility gaps were focused on future need. In both instances, the respondents said projected population growth would require additional juvenile hall capacity in the next five to eight years. While the gap was focused on the pending need to construct new or additional juvenile hall beds, both respondents identified funding sources for future construction as a key gap. Both suggested this gap could best be addressed by collaborative state and local strategies to access all possible funding sources, including federal funds and/or juvenile corrections bonds among others.

Gaps in Statewide Consistency

Gaps in the category Statewide Consistency are perhaps best characterized as gaps in the statewide continuum and/or in the ability to develop an actual continuum of coordinated juvenile justice sanctions and services statewide, i.e., among all counties and between the counties and the State. Gaps in this category were identified among the jurisdictions' priority deficiencies in eight of the 12 sample counties. Related issues were mentioned in the remaining four as well, both in the context of other gaps and in respondents' comments. The specific types of gaps in this category were Assessment, Caseload Resources, Alternatives to Residential Treatment/Placement, and Gathering Strategic Information in a deliberate and thoughtful way.

Assessment: The four jurisdictions that described Assessment as a significant gap each addressed the absence of statewide, coordinated assessment and case management strategies and systems. Each of the responding jurisdictions and, in fact, nearly all probation departments in the state, has classification and assessment processes and tools in place. The expressed gap relates to the absence of statewide agreement on assessment criteria or tools and the lack of information technology (IT) connectivity to enable effective continuity of case management among multiple agencies dealing with the same youth and/or family. This gap encompasses agreeing on, implementing and coordinating the use of third (or fourth) generation, automated assessment instruments and developing the IT capability to provide communication of assessment information among courts and other in-county agencies such as probation, health and human services, CPS, and mental health for example. Additionally, information should be able to be shared with relevant agencies in other counties to which individual offenders might be transferred and with the state Division of Juvenile Justice for youth committed to state custody. In so far as continuous case management involves multiple agencies, with various kinds of data management and information technology systems, this gap speaks to data base and IT connectivity as well as the actual assessment tools and approaches to case management.

Los Angeles County's Chief Probation Officer said his approach to addressing this gap is to work with local agencies, other counties and the state to plan for and build statewide connectivity of

tools, training, and IT capacity. He reported that his department is training all 1,200 probation officers and custody staff in assessment and case management and is including community service provider personnel in the training sessions in an effort to develop a uniform understanding and application of case management principles and practices.

Caseload Resources: Noting that small counties are seriously disadvantaged by grant and other resource allocations based on population, one respondent said there is a significant gap in terms of resources not being allocated based on caseload/workload. His proposed solution to the gap is three-fold; juvenile justice agencies in California should 1) jointly develop statewide caseload standards (as was done by probation in Arizona for example), 2) consistently use assessment to identify service needs and levels of service for youth on caseloads, and 3) adopt the Probation Services Task Force recommendation relative to developing resource allocation strategies tied to the intensity of services (workload) of caseloads in each agency.

Alternatives to Residential Treatment/Placement: This gap was focused on collaborative problem solving and in this instance related to a perceived lack of support for such evidence based alternatives to out of home placement as multi-systemic therapy, family reunification, and wraparound services. The suggested remedy for the gap was to pool agencies' knowledge, data and research about "what works", and what might be effective alternatives to group homes and other out of home placements, in order to develop a coordinated strategy for targeting the most effective services to at risk and delinquent youth.

Gathering Strategic Information: Being asked to describe gaps, assess needs and report deficiencies without sufficient time to convene partners and thoroughly address relevant issues was described as a significant concern. This gap was expressed as the absence of a thoughtful, well designed approach to getting planning information and was considered particularly perilous in so far as decisions might be made based on whatever information was provided.

While one jurisdiction noted this as its highest priority gap, several others mentioned this and related concerns in their comments about juvenile justice services and relationships statewide. One respondent said the Legislature should "take the time and spend the money to do a real gap analysis involving all stakeholders in a thoughtful process." Another noted that "it would be good to have time and a working team to go over these issues, to do real analysis and real planning with all the players." A third respondent, from a small county, said, "I'm reluctant to talk about our gaps because the State has said 4(e) and Cal Work's money coming to probation should be enough to do all we're trying to do. I'm concerned we may be penalized for having gaps and not being able to do more with less."

A comment summarizing the views of several responders was the following: "The 'help' we'd want from the State would be in supporting a strategic needs assessment and then funding and/or supporting what we find we need in our jurisdiction(s), as was the case with Challenge and JJCPA." Finally, one respondent concluded his interview with this admonition: "What I want DJJ and the Legislature to do is give me the money to address our local needs, but let me deal with my jurisdiction. Don't tell me what to do or force me to do something that may not be needed or useful here. And, most important of all, we [local corrections people] want to be at the table when decisions are made about (or for?) us."

Gaps in Staff

The gaps in this category fell into two types -- sufficient staff and staff training. Four jurisdictions identified not having enough staff to do all that needed doing as primary or very significant gaps. While three of these were small jurisdictions (in the Southern, Coastal and Central Valley regions), one was a large agency. All four said that additional funding was necessary to provide the necessary positions and personnel to fill them. One jurisdiction noted that increasing salaries in the county -- for probation, mental health, and other service provider positions -- would enable staff retention in light of the fact that salaries were not currently competitive with those in neighboring counties.

In terms of the gaps in staff training, one jurisdiction reported that the loss of the Standards and Training for Corrections (STC) program with its training subvention funding had decimated the county's ability to ensure that staff receive all the appropriate and required training. This respondent noted that many small and rural counties are in the same position because they do not have the numbers or capacity to provide in-county training, but must send staff to training in other jurisdictions, which involves travel and per diem expenses and the cost of filling behind the absent trainee in addition to tuition expenses.

Gaps in Funding

All three of the jurisdictions that specifically identified funding as one of their major gaps described the gap as the absence of stable, ongoing funding for probation. One respondent noted that his department does not receive adequate support for existing programs and is hard pressed to expand services to existing youth or serve a larger population. Another noted that reliance on grant funding handicaps departments in so far as they are unable to respond to emerging pressures or modify programs in ways not expressly authorized by the grants. Moreover, fear of losing grants makes it hard to introduce new evidence-based interventions and/or do planning, training or program improvements.

While three jurisdictions named stable funding as a major gap, funding and augmented financial support were consistently referenced as solutions to gaps across the board. For at least 35 of the 70 total gaps, money was some or all of the proposed solution.

DISCUSSION/NEXT STEPS

This initial gap analysis, conducted with a sample of California counties, is far from definitive, but it can be considered illustrative of the major gaps in local jurisdictions' juvenile justice continua. While it does not provide the full spectrum of gaps in every county or region, it does illuminate the major issues of concern, the major expressed deficiencies in a representative sample of counties across the state. Although this information should not be construed as the basis for policy or programmatic decisions relative to the statewide juvenile justice continuum, it may prove useful to inform decisions about further gap analyses and subsequent statewide studies involving all state and local juvenile justice partners.

The most difficult part, of course, is determining how to address these or other identified deficiencies and understanding what role the State should play in these solutions. Clearly, DJJ is not the answer to all of these deficiencies. As the respondents to this survey articulated, more local and/or regional approaches need to be developed and implemented. That said, DJJ can certainly play a far greater role in working with county and regional partners to identify the appropriate strategies to address gaps in the overall continuum, while ensuring that the State's juvenile corrections facilities are targeted specifically to provide effective rehabilitative treatment for the highest risk/highest need youthful offenders.

In Part B of this Status Report on Juvenile Justice Reform, DJJ explains that as it begins implementation of the reforms identified in the *Farrell v. Hickman* remedial plans, the department is committed to the principle of a strengthened juvenile justice continuum, through collaboration with stakeholders, communities, and families. There are several key steps outlined, as part of the Safety & Welfare Plan, that begin to address some of the concerns raised in this survey analysis, including the following:

- DJJ will establish dedicated Community Court Liaisons to work with counties to improve initial assessment, individual planning, family involvement, and collaboration with community, court, and law enforcement partners.
- DJJ will establish statewide partnerships to develop common risk/needs assessment definitions as a basis for ensuring that offenders are appropriately placed throughout the continuum.
- DJJ will establish regional Re-entry Advisory Committees to include family representatives, crime victims, local law enforcement, probation, and Division of Juvenile Justices' representatives from institutions, education, and parole.

These steps, in conjunction with a more thorough study of the entire state system, as recommended by the participants in this analysis, will enable California to make great strides in moving from a fragmented system of 58 different counties and a virtually isolated State system to a statewide continuum that provides appropriate and effective approaches to address the risks and needs of at risk youth and youthful offenders at every stage of the continuum and throughout every region of the state.

LOCAL JUVENILE JUSTICE SYSTEM INITIAL GAP ANALYSIS SAMPLE OF 12 CALIFORNIA COUNTIES

FIGURE 2. CATEGORIES OF GAPS BY REGION AND JURISDICTION SIZE













































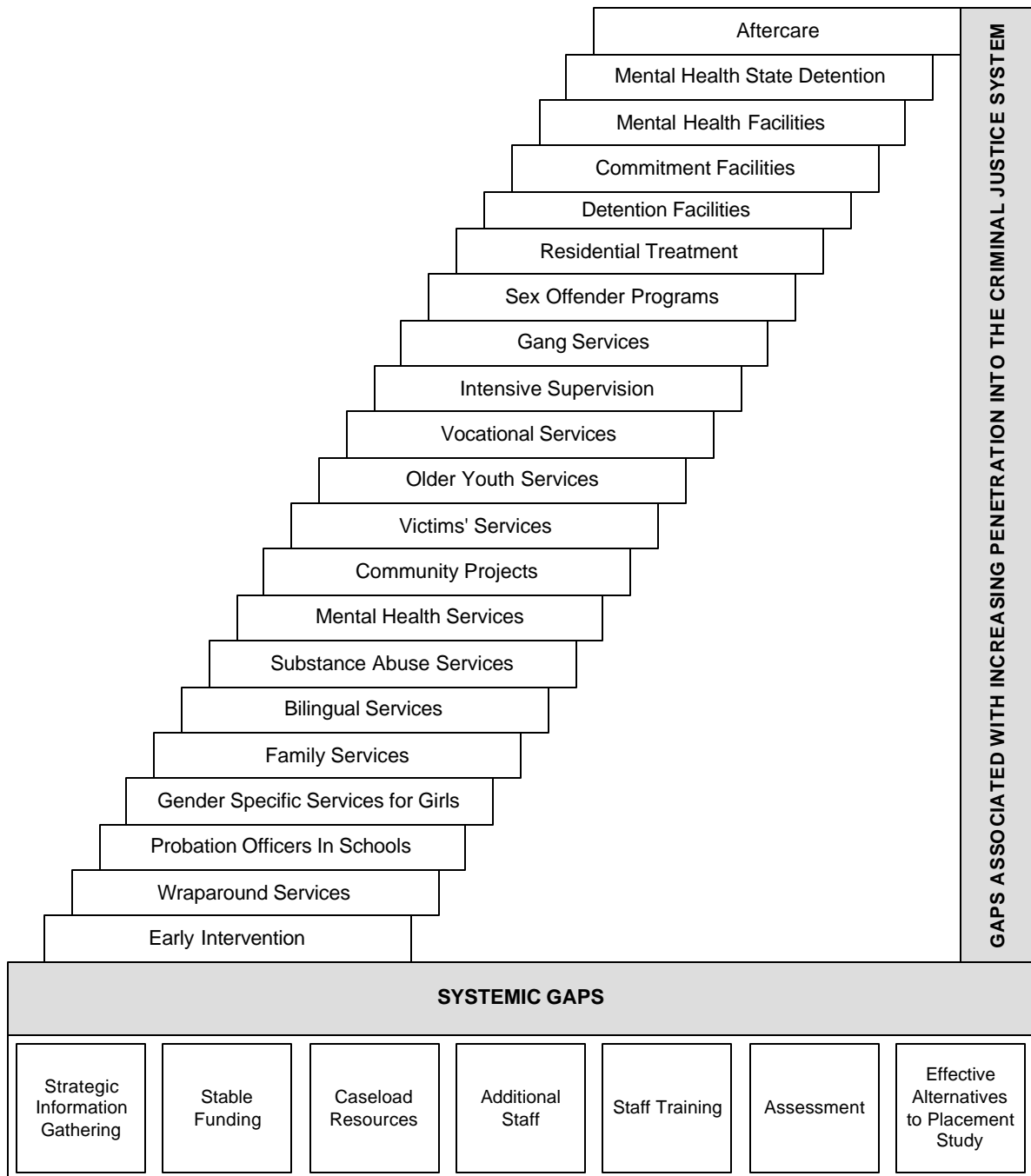
| | North | | | Central | | | Coastal | | | South | | |
|--------------------------|---|---|---|---|--|---|---|--|--|---|---|---|
| | Small | Medium | Large | Small | Medium | Large | Small | Medium | Large | Small | Medium | Large |
| FACILITY |  |  |  |  |  | |  | | |  | | |
| FUNDING | | | |  |  | | |  | | | | |
| MENTAL HEALTH |  |  |  |  |  |  |  |  |  |  |  |  |
| PROGRAM |  | | |  |  |  |  |  |  |  |  |  |
| STAFF | | | |  | |  |  | | |  | |  |
| STATEWIDE CONSISTENCY |  | |  | |  |  |  | | | |  |  |

FIGURE 3. TYPES OF GAPS BY REGION AND JURISDICTION SIZE

| Category of Gap | Type of Gap | North | | | Central | | | Coastal | | | South | | |
|-----------------------|---------------------------------|-------|-----|----|---------|-----|----|---------|-----|----|-------|-----|----|
| | | Sm | Med | Lg | Sm | Med | Lg | Sm | Med | Lg | Sm | Med | Lg |
| FACILITY | Facility | ● | ● | ● | | | | | | | ● | | |
| | Facility Commitment | | ● | | | ● | | ● | | | ● | | |
| | Residential Treatment | | | | ● | | | | | | | | |
| FUNDING | Stable Funding | | | | ● | ● | | | ● | | | | |
| MENTAL HEALTH | Mental Health Services | | | ● | | | ● | | ● | | ● | ● | ● |
| | Mental Health, Facility | ● | ● | ● | ● | | | ● | ● | | | ● | |
| | Mental Health, State Detention | | | | | | | | ● | ● | | | |
| | Sex Offender Program | | | | | | | | | | ● | ● | |
| | Substance Abuse Services | | | | | ● | | | ● | | | | |
| PROGRAM | Aftercare | ● | | | | ● | | ● | ● | | ● | | |
| | Bilingual Services | | | | | | | | | | | ● | |
| | Community Projects | | | | | | | | | | | | ● |
| | Early Intervention | | | | | | | ● | | | | | |
| | Family Services | | | | | | | | | | | | ● |
| | Female Services | ● | | | | | | | | | | | |
| | Gang Services | | | | | | | | | | ● | | |
| | Intensive Supervision | | | | | | ● | | | | | | |
| | Older Youth Services | | | | ● | | | | | ● | | ● | ● |
| | POs in Schools | | | | ● | | | | | | ● | | |
| | Victim Services | | | | | | ● | | | | | | |
| | Vocational Services | ● | | | | | | ● | | | | | |
| | Wrap-Around Services | | | | | | ● | ● | | | ● | | |
| STAFF | Staff, More | | | | ● | | ● | ● | | | ● | | |
| | Staff, Training | | | | ● | | | | | | | | ● |
| STATEWIDE CONSISTENCY | Assessment | | | | | ● | ● | ● | ● | | | | ● |
| | Caseload Resources | ● | | | | | | | | | | | |
| | Residential Treatment | | | | | | | | ● | | | | |
| | Strategic Information Gathering | | | ● | | | | | | | | | |

Figure 4. Local Corrections Gaps
Graduated Responses to Youth Crime



Appendix I

Gap Analysis Raw Data Summary

Region: Central Valley

Size: Large

Jurisdiction: Fresno

| Rank | Gap | Solution |
|------|------------------------|-----------------|
| 1 | Staff, More | Money |
| 2 | Assessment | Money |
| | | Assessment Tool |
| 3 | Mental Health Services | Money |
| 4 | Wraparound | Money |
| 5 | Intensive Supervision | Money |
| 6 | Victims Services | Money |

Region: Central Valley

Size: Medium

Jurisdiction: Stanislaus

| Rank | Gap | Solution |
|------|---------------------|----------|
| 1 | Commitment Facility | Money |
| 2 | Aftercare | Money |
| 3 | Substance Abuse | Money |
| 4 | Assessment | Money |
| 5 | Financial | Money |

Region: Central Valley

Size: Small

Jurisdiction: Inyo

| Rank | Gap | Solution |
|------|-------------------------------|------------------------|
| 1 | Residential Treatment | Money |
| | | Facility |
| 2 | Mental Health Facility Secure | Money |
| | | Facility Mental Health |
| 3 | Staff, More | Money |
| 4 | Staff, Training | STC Restore Funds |
| 5 | Financial | Money |
| 6 | Age 17-18 Services | Money |
| | | Facility |
| 7 | POs In Schools | Money |

Region: Coastal

Size: Large

Jurisdiction: Ventura

| Rank | Gap | Solution |
|------|----------------------------|-----------------|
| 1 | Long Term Secure Treatment | State Detention |
| 2 | Age 18 - 23 Services | Money |

Region: Coastal

Size: Medium

Jurisdiction: Ventura

| Rank | Gap | Solution |
|------|------------------------------------|-------------------------------|
| 1 | Financial | Money |
| 2 | Mental Health Services, Outpatient | Outpatient Services |
| | | Planning Collaborative |
| 3 | Mental Health Facility, Secure | Facility Mental Health |
| | | Planning Collaborative |
| 4 | Mental Health, State Detention | Mental Health State Detention |
| 5 | Aftercare | Aftercare Services |
| | | Planning Collaborative |
| | | Residential For Older Youth |
| 6 | Assessment | Alternatives To Incarceration |
| | | Assessment Tool |
| | | Planning Collaborative |
| 7 | Substance Abuse Services | Money, Substance Abuse |
| | | Planning Collaborative |
| 8 | Residential Treatment | Planning Collaborative |

Region: Coastal

Size: Small

Jurisdiction: Del Norte

| Rank | Gap | Solution |
|------|---------------------|-------------------------------|
| 1 | Staff, More | Money |
| 2 | Early Intervention | Money |
| 3 | Wraparound | Money |
| 4 | Assessment | Money |
| | | Assessment Tool |
| 5 | Facility, Girls | Facility |
| 6 | Aftercare | Independent Living Skills |
| | | Transitional Housing/Services |
| 7 | Unit, Special Needs | Money |
| 8 | Vocational Services | Money |

Region: North

Size: Large

Jurisdiction: Sacramento

| Rank | Gap | Solution |
|------|-------------------------|------------------------|
| 1 | Information | Planning Collaborative |
| 2 | Mental Health, Facility | Facility Mental Health |
| 3 | Mental Health Services | Money |
| | | Planning Collaborative |
| | | State Detention |
| 4 | Financial | Facility |

Region: North

Size: Medium

Jurisdiction: Placer

| Rank | Gap | Solution |
|------|-------------------------|------------------------|
| 1 | Mental Health, Facility | Facility Mental Health |
| 2 | Commitment Facility | Contract For Services |
| 3 | Facility | Facility |

Region: North

Size: Small

Jurisdiction: Trinity

| Rank | Gap | Solution |
|------|-------------------------|-------------------------------|
| 1 | Facility | Facility |
| 2 | Caseload Resources | Assessment Tool |
| | | Coordination |
| | | Planning Collaborative |
| 3 | Aftercare-Parole | Small Counties Do Parole |
| | | State Local Continuum |
| 4 | Transitional Housing | Transitional Housing/Services |
| 5 | Facility, Mental Health | Facility Mental Health |
| 6 | Female Services | Facility, Girls |
| 7 | Vocational Services | Money |

Region: Southern

Size: Large

Jurisdiction: Los Angeles

| Rank | Gap | Solution |
|------|------------------------|----------------------------|
| 1 | Assessment | Assessment Tool |
| | | State Connectivity |
| | | Planning Collaborative |
| 2 | Family Therapy | Family Based |
| 3 | Staff Training | Training |
| 4 | Community Projects | Treatment Model |
| 5 | Age 18-25, Approaches | Treatment Model |
| 6 | Mental Health Services | Mental Health Services |
| | | Mental Health Partnerships |

Region: Southern

Size: Medium

Jurisdiction: San Luis Obispo

| Rank | Gap | Solution |
|------|------------------------|-------------------------------------|
| 1 | Mental Health Facility | Facility Mental Health |
| 2 | Mental Health Services | Expedite Mental Health Services |
| | | Medi-Cal Eligibility |
| 3 | Bilingual Services | Bi-Cultural Treatment |
| 4 | Sex Offender Program | Mandate Treatment |
| | | Training For Mental Health Treaters |
| 5 | Age 17-18 Services | Transitional Housing/Services |

Region: Southern

Size: Small

Jurisdiction: Imperial

| Rank | Gap | Solution |
|------|------------------------|---------------------------------|
| 1 | Staff, More | Money |
| 2 | Placement, More | Facility |
| | | Placement Possibilities |
| 3 | Commitment Facility | Facility |
| 4 | Transitional Housing | Transitional Housing/Services |
| 5 | Sex Offender Program | Money |
| | | Sex Offender Facility |
| 6 | Mental Health Services | Money |
| | | Expedite Mental Health Services |
| 7 | POs In Schools | Money |
| 8 | Wraparound | Money |
| 9 | Gang Services | Money |

APPENDIX II

Counties By Region and Size

NORTHERN REGION LARGE

Sacramento

NORTHERN REGION MEDIUM

Placer

NORTHERN REGION SMALL

Trinity

CENTRAL VALLEY REGION LARGE

Fresno

CENTRAL VALLEY REGION MEDIUM

Stanislaus

CENTRAL VALLEY REGION SMALL

Inyo

COASTAL REGION LARGE

Ventura

COASTAL REGION MEDIUM

Santa Cruz

COASTAL REGION SMALL

Del Norte

SOUTHERN REGION LARGE

Los Angeles

SOUTHERN REGION MEDIUM

San Luis Obispo

SOUTHERN REGION SMALL

Imperial*

* Imperial is technically a medium size county; however, there are no small counties in the southern region, thus Imperial, the smallest of the medium size counties, was used for this study.

APPENDIX III

STATE OF CALIFORNIA — DEPARTMENT OF CORRECTIONS AND REHABILITATION ARNOLD SCHWARZENEGGER, GOVERNOR

OFFICE OF THE SECRETARY

1515 S Street, Sacramento, CA 95814
P.O. Box 942883
Sacramento, CA 94283-0001



November 4, 2005

Dear Chief,

Second State Juvenile Justice Planning Survey

You may recall that in August the Division of Juvenile Justice (DJJ) asked for your help describing what Counties need and/or would find most beneficial from the State juvenile correctional system. More than 70 percent of Chief Probation Officers, from counties comprising 93.5 percent of the general population of California, responded. As a result, DJJ was able to provide the Legislature with a clear aggregated answer to the questions: "Is there a need for a state juvenile corrections entity, and if so, what population should the state entity serve and what services should it provide?"

In its September 1st report to the Legislature, the newly reorganized California Department of Corrections and Rehabilitation confirmed that a state juvenile corrections system is needed to provide long term secure custody for high risk/high need youthful offenders.

In our next status report to the Legislature, due December 1st, DJJ is being asked to present a preliminary "Gap/Deficiency Analysis" of the entire local and state juvenile justice continuum. In so far as the continuum encompasses prevention, early intervention, intermediate sanctions, intensive sanctions, detention and commitment, and aftercare/reentry and includes such critical elements as assessment, victims' services and family-related services, a comprehensive gap analysis is a significant undertaking. Therefore, DJJ has proposed a phased-in approach for this effort.

The current phase consists of a preliminary analysis to ascertain the major gaps or deficiencies in local jurisdictions (i.e., things that are either missing or are in place but are not robust enough to accomplish the desired outcomes). We have been asked to explore any differences that might exist in jurisdictions of different size, type (e.g., urban/rural), and geographical location. The key questions we are seeking to answer are:

1. What do counties/regions identify as their most significant gaps or deficiencies in services or programs for juvenile offenders?
2. How large is the deficiency, i.e., does it affect a small or significantly large portion of a jurisdiction's juvenile offender population, and
3. What do counties/regions think would be the best way to fill these identified gaps and/or address the key deficiencies?

We are once again asking for your help. Suzie Cohen, our consultant on this project, will be calling you next week to seek your input on the following questionnaire. We will compile the information you give us into a preliminary report for the Legislature. The information you provide will also be used as the basis for future information gathering as we collaborate with you and the Legislature to create adequate and appropriate interventions and services throughout California's juvenile justice continuum. In the meantime, please feel free to call Elizabeth Siggins, CDCR's Chief of Juvenile Justice Policy, at (916) 324-0659 if you have any questions or concerns about this survey.

The Legislature is very interested in your needs. DJJ is very interested in achieving our common goal of improving California's juvenile justice system. Please help us to make the best decisions possible. Thank you for your help.

Best Regards,

Bernard Warner
Chief Deputy Secretary
Division of Juvenile Justice
Department of Corrections and Rehabilitation

cc: Roderick Q. Hickman, Secretary, CDCR
Jeanne S. Woodford, Undersecretary, CDCR

| California Department of Corrections & Rehabilitation Division of Juvenile Justice Gap Analysis | | Responding Jurisdiction: _____ Person Responding : _____ Date: _____ | | |
|--|--|---|--|--------------------------------------|
| A. Gap or Deficiency | | B. Consequences of Failure to Correct Gap or Deficiency | C. Proposed Solution or Solutions for Correcting the Gap or Deficiency (including regional solutions) | D. Number Affected (Estimate) |
| 1 | | | | |
| 2 | | | | |
| 3 | | | | |
| 4 | | | | |
| 5 | | | | |
| 6 | | | | |

We are interested in knowing your perception of the most significant juvenile justice gaps and deficiencies in your jurisdiction. Starting with the most important or serious and proceeding with up to 6 gaps/deficiencies, please A) name the gap or deficiency; B) describe the gap or deficiency in terms of the consequences of the failure to correct the problem, C) describe your proposed solution for correcting the gap or deficiency, and D) estimate the number of juveniles in your jurisdiction affected by the gap or deficiency. To help you identify potential gaps and deficiencies, please refer to the attached list of topics. If you want to list more than 6 gaps or deficiencies, copy this form and replace the numbers 1-6 with 7-12. We appreciate your help.

Partial List of Potential Gaps / Areas of Deficiency Across the JJ Continuum

General

Assessment tools - objective, validated
Case Management / Continuity of Case Plans
Victims' Services
Family - related services / family involvement
Sufficient staff
Support for staff training
Re-entry Courts
Peer Courts / Community Courts

Prevention / Early Intervention

Prevention programs, such as Youth Centers, etc.
Assessment Center
Early intervention programs, such as mentors, etc.
Diversion programs
Comprehensive Wraparound Services

Intermediate Sanctions / Services

Informal supervision and/or Deferred Entry of Judgment (DEJ) Programs
Home supervision (with or without electronic monitoring)
Specialty Courts, such as Drug Court, Mental Health Court
Day Reporting / Day Treatment
Educational services, General or Special Education
Employment - related services
Gender specific services / programs for girls
Outpatient substance abuse services
Outpatient mental health services
Outpatient treatment for dually diagnosed juveniles
Outpatient services for sex offenders
Victim awareness / victim impact programs
Independent living skills programs
Job and vocational training
Intensive supervision
Gang reduction programs / interventions
Violence reduction / anger management programs
Programs addressing arson offenses
Alternatives to out-of-home placement
Non-secure placements for boys
Non-secure placements for girls
Non-secure placements for special needs populations (mentally ill, developmentally disabled, etc.)
Non-secure placements for substance abuse services
Transition / Aftercare from non-secure placement